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COUNTRY PROGRAMME FOR RWANDA

UNDP assistance requested by the Government of Rwanda for the period 1982-1986

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INTRODUCTION

1. In the desire to make the new programme of co-operation between Rwanda and UNDP coincide with the third programming cycle, the Rwandese Government has decided, with the agreement of UNDP, that this programme, covering the period 1982-1986, should be submitted to UNDP's Governing Council at its June 1981 session.

2. This document was prepared mainly on the basis of sectoral meetings, together with discussion of a memorandum by the Resident Representative.

3. Organized by the Ministry of Planning and the principal technical ministries with the participation of UNDP, the sectoral meetings considered, in succession, the situation in the fields of health, industry, natural resources, infrastructure and agriculture, with the aim of defining the problems peculiar to each sector, of suggesting appropriate operational solutions and of outlining a plan and principal objectives for third cycle programming.

4. The discussions, which dealt with the Resident Representative's memorandum and annex thereto containing an assessment of previous UNDP assistance to Rwanda, produced a number of recommendations on provisions aimed at ensuring the maximum effectiveness of the measures to be implemented under the third cycle. These provisions are considered in chapter V of this document.

5. The method referred to above is only one element of continuous programming based on a constant dialogue between government authorities and UNDP. That element was complemented and strengthened by the dispatch to Rwanda in 1980 of programming and evaluation missions by the specialized agencies of the United Nations, and by the participation of UNDP's Assistant Administrator and Regional Director of the Regional Bureau for Africa in the interministerial meeting, chaired by the Minister for Foreign Affairs and Co-operation, held in Kigali on 9 October 1980. Decisions were taken at that meeting on the projects to be included in the programme for the third cycle and on the financial allocation required for each project.

6. Finally, it should be noted that, as this document was being prepared, initial preparations were being made for two international conferences on general assistance to Rwanda in the future (third round table on external assistance, organized by the Rwandese Government, and the United Nations Conference on the Least Developed Countries, under the aegis of the United Nations Conference on Trade and Development (UNCTAD)). The role expected of UNDP in this new development drive is indicated, inter alia, by the Government's request to establish a project study fund of $1 million in the third cycle.

I. DURATION, PROGRAMMING CYCLE AND RESOURCES ALLOCATED

7. The period 1982-1986, jointly chosen by the Government and UNDP for the third country programme, coincides exactly with Rwanda's Third Five-Year Economic and Social Development Plan, currently under preparation. The first and second country programmes for Rwanda covered, respectively, 1972-1976 and 1977-1981. They coincided with the first and second five-year development plans. This simultaneously was viewed as desirable both by the Government and by UNDP in order to ensure harmonization of the orientation and objectives of the national development plans and UNDP's country programmes.

8. The growth in resources allocated to Rwanda by UNDP's Governing Council is significant, as indicated by the following figures:

Indicative planning figure (IPF)	US dollars
1972-1976	11,316,320
1977-1981	18,324,000
	2,000,000 (advance from the third cycle)
	20,324,000
1982-1986	45,000,000 (illustrative IPF)
	-9,000,000 (20 per cent not available for programming)
	-2,000,000 (advance used from the second cycle)
	34,000,000

This significant growth in the resources allocated to Rwanda springs from a decision by UNDP's Governing Council to progressively increase the percentage of UNDP's total resources allocated to the least developed countries.

9. In addition to IPF resources, the following have been earmarked for Rwanda:

(a) Allocations for the least developed countries amounting to $2,880,000 for the period 1972-1980;

(b) Other resources from funds managed by the Administrator of UNDP;

(c) Funds released by cost sharing to the benefit of certain projects;

(d) Funds-in-trust with executing agents.

10. With regard to the other resources managed by the Administrator of UNDP, the United Nations Fund for Population Activities (UNFPA) differs in having a system of programming based on the IPF and the allocation of fixed amounts covering a specific

period ($2.5 million for the period 1980-1983), and the United Nations Capital Development Fund (UNCDF) differs in the probable expansion of its activities in the country. It would be desirable if in future a system could be instituted whereby such funds were planned concomittantly with those included in the IPF within the same programming cycle. The United Nations Revolving Fund for Natural Resources Exploration and the United Nations Interim Fund for Science and Technology for Development (IFSTD) are of a similar nature. Certain requests of particular interest were made to the Interim Fund by the Government during the second semester of 1980, pertaining, in particular, to scientific research and the industrial operation of pharmaceutical plants (see para. 38).

11. Within the framework of multibilateral co-operation, the decision taken by the Government of the Netherlands to finance, by means of funds-in-trust with the International Labour Office (ILO), the project "Labour intensive public works" in the sum of $2,973,500 should be noted.

II. DEVELOPMENT PROSPECTS

General information

12. Designated as one of the least developed countries, Rwanda must confront numerous constraints, the combined effect of which makes the formulation of development policies difficult and delicate.

(a) The problems arising from the high population density (185 per sq. km.) and from population growth (estimated at 3 per cent per year) are further aggravated by the shortage of land suitable for cultivation;

(b) The constraints imposed by the country's land-locked situation (1,200 km from the Indian Ocean) are greatly accentuated by tension in the subregion and by the consequent rise in transport costs and, to a still greater extent, by increases in the cost of energy since 1973. It should be noted that the difficulties posed by the land-locked situation of the country as a whole are aggravated by the isolation of certain regions within the country due to the rugged terrain, the frequently defective state of local roads and the inadequate trade structure;

(c) Exports consist mainly of certain agricultural products (coffee alone accounts for more than half of the total value of exports). The industrial sector is still in the early stages of development and is confined to a few processing industries based on the local market. The value of exports does not cover the cost of imports (mainly food-stuffs, transport equipment, machinery and fuel).

Broad lines of the development strategy

13. In years to come the Government proposes, with the help of external donor countries and organizations, to concentrate its efforts on seeking solutions to the problems described in paragraph 12 in order to attain a level of development which will meet the essential needs of the population.

14. To that end, the following objectives have been established:

(a) An increase in the quantity and quality of food production so as to attain self-sufficiency in food-stuffs during this decade;

(b) Better use of human resources by creating jobs in production centres, with the aim of relieving population pressures in rural areas, thus benefiting the processing industry and developing the country's natural resources;

(c) That implies concerted action in the field of training, encompassing the expansion of vocationally oriented primary education adapted to rural needs, technical and vocational training proper, and improved training for administrators to better prepare them for development work;

(d) The raising of living standards in the fields of health and housing;

(e) Precise knowledge of soil and subsoil resources - a prerequisite for adequate planning;

(f) Improvement of the transport and communications infrastructure;

(g) The strengthening of economic and administrative development structures.

Aspects of Rwanda's economic relations with neighbouring countries

15. In order to create markets which are large enough to permit a sound policy of industrialization and to establish fruitful co-operation in the fields of energy, transport and communications, Rwanda has sought to strengthen subregional co-operation through bodies comprising Rwanda and its immediate neighbors: the Economic Community of the Great Lakes Countries (CEPGL), comprising Burundi, Rwanda and Zaire; and the Kagera Basin Development Organization (OBK), comprising Rwanda, Burundi, the United Republic of Tanzania and Uganda.

External assistance

16. Since independence, Rwanda has benefited from a constant growth in external assistance. At present the vast majority of public investment is financed by such external aid. In 1979 development assistance totalled some $164,617,000. Certain developed and developing countries in a position to assist have given aid to Rwanda.

17. In 1979 UNDP assistance, including that from associated Funds (UNCDF, UNFPA), amounted to $4,755,000. Other bodies within the United Nations system provided assistance amounting to $4,089,000. To that should be added $10.5 million in disbursements from credits from the World Bank/International Development Association (IDA). Two new loans totalling $13,950,000 were granted in 1979 by the World Bank/IDA, as well as two loans totalling $28 million in 1980.

18. UNDP's annual average assistance proper, that is from the IPF and the Special Measures Fund for the Least Developed Countries, amounted to a little over $4 million during the second cycle. It is hoped that it will amount to approximately $8 million for the third cycle. In addition to that assistance, UNDP will act as a flexible catalytic co-ordinator for the whole of the aid provided by United Nations bodies, and will directly manage a certain number of funds which are under the authority of the Administrator of UNDP. As far as possible the Government and UNDP will attempt to use those funds in association with existing projects so as to increase their impact. A brief description of the activities financed by these funds appears at the end of chapter III. Co-ordination with all the multilateral and bilateral co-operation programmes takes place through the Ministry of Planning and the UNDP field office's working contacts with the local representatives for these programmes.

III. DEVELOPMENT OBJECTIVES AND UNDP ASSISTANCE

A. Agriculture, stock-raising, forestry and fisheries

19. Agriculture is at the very heart of the Rwandese economy and occupies approximately 95 per cent of the population. The Government has chosen self-sufficiency in food stuffs as its first priority for this decade. In pursuance of that priority UNDP will implement, with the Government, a range of projects aimed at increasing crop and livestock yields, both for consumption in the producer regions and for urban areas and agricultural regions currently experiencing shortages. These projects may be divided into several categories according to whether they extend to the whole of the country or are limited to a particular region, and, if so, whether that has been decided by the Government or UNDP or arises from the nature of the project. The first category includes the projects, "Development of small-scale stock-raising" (RWA/78/004) and 'Campaign against ticks and communicable diseases" (RWA/77/006). The second category includes projects on the intensification of agriculture (in this case the scope of projects is decided by (a) the existence of other programmes of assistance of the same type and the willingness of the Government to ensure the equitable and balanced development of the various regions and (b) the concept of "critical zones" linked to the difficult economic situation of those zones and their deficiency in food stuffs). The third and last category concerns the project "Development of Lake Kivu fisheries" (RWA/77/010).

(i) Projects covering the entire country

20. The Government wishes to see the extension and expansion of existing projects in this category. These are the projects "Development of small-scale stock-raising" and "Campaign against ticks and communicable diseases". Stock-raising, in the Government's philosophy of rural development, should be closely linked to agricultural development. It should be stressed that improvements in cattle raising and the development of small-scale stock-raising should help to counter the drop in the daily consumption of proteins per inhabitant which, owing to the shortage of land and population growth, fell from 3 grams in 1972 to 2.4 grams in 1976.

Extension of ongoing projects

Development of small-scale stock-raising (RWA/78/004)

21. This project, the current phase of which began in 1978, is the sequel to the project "Pig production" (RWA/74/009). It integrates, as part of a comprehensive development of small-scale stock-raising, activities financed jointly by UNDP, the Technical Co-operation Programme (TCP) of the Food and Agriculture Organization of the United Nations (FAO) and the Rwandese Government. During the period 1978-1980, the project was marked by the progressive integration of small-scale stock-raising, both horizontal (geographical) and vertical, and by the organization of every aspect of the development of small-scale stock-raising, from its expansion in the

rural environment to the marketing of products, including the production of cattle feed from agricultural by-products and initiation of training for butchers. The establishment of a system of credit for farmers-stock breeders should also be mentioned.

22. The current phase of the project has benefited from a major effort made by the Government, which has assumed full responsibility for the construction of three secondary centres, a marketing centre and a sales depot at Kigali.

UNDP and FAO/TCP contributions from 1977 to 1981 are as follows:

	Dollars	
UNDP	1,011,000	(IPF)
	227,000	(Special Measures Fund for the Least Developed Countries (LDC))
	1,238,000	
FAO/TCP	277,100	

23. A request has been made for the project to be extended until 1986 with an estimated contribution from UNDP of $2 million. The aim of this extension is to enable the project to be completely self-financing by the end of the third cycle, by consolidating earlier measures and introducing co-ordinated management of the different components of the comprehensive development of small-scale stock-raising. UNCDF has also been approached with respect to the construction of a dehydration plant for brewery wastes ($431,000). Appropriate technical studies are currently under way.

Campaign against ticks and communicable diseases (RWA/77/006)

24. Annual losses suffered by the Rwandese economy attributable to ticks have been estimated at some 2.5 billion Rwandese francs. Moreover any attempt to introduce improved, cross or rare breeds of cattle into rural areas is severely hampered by tick-borne diseases. The objective of this project, operational since 1975, is to increase the yield from cattle. To achieve that end the project: (a) has conducted research into ticks and ways of immunizing cattle against tick-borne diseases; (b) has focused on the repair, construction and optimum use of anti-tick dips and spraying pens throughout the country; (c) has helped to establish mobile inspection teams; and (d) has attempted to make the population more aware of the tick problem and to promote the use of tick control methods.

25. UNDP assistance amounted to $1,167,000 (IPF) plus $232,000 (LDC) for the period 1977 to 1980. In addition UNCDF contributed $132,000 (repair and construction of tick control installations) and FAO/TCP allocated $95,000 (construction of central laboratory/building for the project).

26. On the basis of the recommendations of an evaluation mission (March 1980), an extension of the project for two years is currently under consideration. UNDP's estimated contribution for the third cycle will amount to $530,000. The project will aim to make good lost ground in achieving the additional objectives, consolidate progress to date and strengthen the national tick control service.

(ii) Projects limited in geographical scope by Government and UNDP decision

Ongoing projects

Intensification of agriculture (RWA/76/002)

27. This project originated in 1977 from the merging of projects "Rural development of the Kigali North region" (RWA/71/508), "Agricultural extension" (RWA/74/002) and "Soil conservation and erosion control" (RWA/74/003). The aim of the merger was to concentrate, in an area particularly affected by reduced agricultural yields (the prefecture of Gikongoro), on methods aimed at initially stabilizing agricultural production and subsequently increasing it. The various activities undertaken relate to several areas: (a) erosion control; (b) reafforestation of ridges and eroded areas unsuitable for agriculture and stock-raising: approximately 1,650 hectares reafforested from 1977 to 1979; (c) improvement of stock-raising by the introduction of semi-permanent cattle stabling and encouragement of small-scale stock-raising; (d) introduction of calcium additives and chemical fertilizers; (e) provision of storage facilities: three warehouses of 500 tons capacity each completed in 1980; (f) improvement of local roads; and (g) support for the training of rural development officials.

28. The project, amounting to $1,621,000 (IPF), is associated with a number of other UNDP/FAO projects, including "Development of small-scale stock-raising" (RWA/78/004) and "Campaign against ticks and communicable diseases" (RWA/77/006). It thus constitutes a nucleus around which a number of other activities financed by other sources are centred: (a) the World Food Programme (WFP): reafforestation works, erosion control and improvement of local roads (1977-1982, $3,104,000); (b) FAO/TCP: introduction of calcium additives (1980-1981, $50,000); (c) United Nations Children's Fund (UNICEF): retraining of teachers, education of women and girls, development of basic health services, improvements in the supply of drinking water (1978-1980, $194,000); and (d) the World Campaign against Hunger (WCH) (1977-1980, $44,000). The project (RWA/76/002) also co-operates with projects, "Promotion of food production by the use of fertilizers" (FAO/IFS/RWA/004) and "Development of high altitude wheat cultivation" (EDF). In addition the study of one component of the rural credit project is being financed by UNCDF ($84,000 for the preparatory phase).

29. The Government has requested an extension of the project for the period 1982-1986 ($5 million) so as to consolidate results already achieved. The extent and range of tasks accomplished and remaining to be tackled justify that request. Revision of the objectives and reorganization of the project seem, at the present stage, to be necessary for the success of all future activities.

New project

Intensification of food production in the prefecture of Ruhengeri (RWA/80/005)

30. The regions of Bukonya and Bugarura (communes of Ndusu, Gatonde, Nyarutovu, Cyabingo and Ruhondo) are considered critical zones due to their weak economies and food shortages arising from infertile soils and erosion. The project, to which UNDP's contribution is estimated at $2.2 million for the period 1982-1986, should benefit from experience gained in the project, "Intensification of agriculture" (RWA/76/002). The assistance requested relates to the technical dossier, the management of erosion control, reafforestation, extension of agricultural techniques and the organization of storage facilities and marketing arrangements.

(iii) Specific projects of limited geographical scope

Ongoing projects

Development of Lake Kivu fisheries (RWA/77/010)

31. The project has two main objectives: (a) scientific evaluation of annual sustainable catches and the natural rate of repletion of the stock of fish (this component is being implemented under a subcontract with the National University of Rwanda); and (b) the development of shad fishing by the training of teams of fishermen, the supply of appropriate equipment and construction of boats. As soon as enough fish have been caught, smoking, drying or freezing operations will begin so as to facilitate the distribution of the fish on the national market. For the period 1978-1981 UNDP will contribute $778,000 i.e. $376,000 of the IPF and $402,000 from the Special Measures Fund.

32. The Government realizes the importance of this project which, like the stock-raising projects, is aimed at remedying the deficiency in food derived from animal protein. Consequently, it has requested that the project should be extended until 1986. The objectives of this second phase will not be basically different from those of the first phase, which were only partially achieved through lack of time and lack of human resources, infrastructure and equipment. It is estimated that UNDP will contribute $1.8 million.

B. Industry

33. Industrialization is essential because of the high population density and its rapid rate of growth, combined with the scarcity of land. Only industrialization will help to thin out the over-populated rural areas. Furthermore, industrialization will bring a series of advantages for the economy as a whole: reduced dependency on foreign assistance, a lower level of imports, the injection of earnings into the national economy and so on. The Government has already made strenuous efforts in this direction, as may be shown by the increase in the share of artisan activities in the GNP from 5.2 per cent in 1972 to 13 per cent in 1979. In this respect, UNDP assistance is designed to make investment more attractive and to introduce technologies for the processing of agricultural products and local flora.

Ongoing projects

Assistance with industrial promotion (RWA/75/011)

34. This project which follows up that entitled "Industrial documentation and information" (RWA/74/012), started in 1978 with the aim of creating a more favourable climate for industrial investment, the study and analysis of projects and the industrial environment and the building up of a national industrial policy. When the project was launched a number of difficulties were encountered, such as delays in the recruitment of experts and the appointment of qualified national personnel. For the period 1978-1981 UNDP will contribute $797,000.

35. The Government has asked for the project to be extended to 1982-1986. For this purpose UNDP's contribution has been tentatively fixed at $750,000.

Construction and start-up of a pyrethrum refinery (RWA/77/008)

36. UNDP and the United Nations Industrial Development Organization (UNIDO) have provided assistance for the construction and operation of a plant for pyrethrum extraction under project RWA/66/503. During the second phase now in progress, UNDP and UNIDO have undertaken, through a subcontractor, the construction and operation of a pyrethrum refinery (pale extract) designed to increase the value of exports from Rwanda and thus to improve its trade balance. During this phase, UNDP's technical assistance for the operation of the industrial complex of the Pyrethrum Office in Rwanda (OPYRWA) is continuing. For the period 1977-1981 UNDP will contribute $2,650,000 to which a contribution of $168,000 to the cost-sharing by Switzerland should be added. There is also a contribution from the United Nations Capital Development Fund (UNCDF) for the construction of the Pyrethrum Refinery amounting to $1,160,000, and assistance from the Netherlands for the stabilization and increase of the production of pyrethrum flowers.

37. A contribution of $500,000 in the third programming cycle has been earmarked for this project. The exact breakdown of this sum, which may be used to purchase supplementary equipment or to recruit the services of consultants or experts, will be determined later.

New projects

Medicinal plants (RWA/80/003)

38. The flora of Rwanda is very rich in medicinal and oleotheric plants. A group of researchers working within the Rwanda National University has already developed a certain number of preparations on the basis of medicinal plants. The Government is keen to reinforce these researchers in both personnel and equipment so as to promote the production of medicaments on a small industrial scale. For this purpose, an amount of $800,000 for the third cycle has been requested from UNDP and IFSTD. UNDP has already approved the release of $300,000 to launch the project at the beginning of 1981. It should be stressed that this project is very important for the health plans of Rwanda and for the development of its resources.

Fruit and vegetable canning factory (RWA/80/007)

39. Under the project entitled "Development of horticulture" (RWA/72/001), UNDP and FAO have helped the Government in the development of a number of valleys for the production of vegetables, mainly for export. UNDP assistance in this project ended in 1978.

40. The Government has requested UNDP to help in the establishment of a canning factory for fruits and vegetables in the third programming cycle. UNDP assistance is intended for: (a) the preparation of the feasibility study and the technical dossier; (b) technical assistance for the construction, servicing and operation of the plant; and (c) the extension of horticulture so as to provide a source for supplying the plant. The estimated contribution of UNDP to this project has been fixed at $2 million for the period 1982-1986. Negotiations are now proceeding with UNCDF for the provision of equipment.

Supplementary assistance to SONAFRUITS (RWA/80/006)

41. As part of the project entitled "Pilot plant for the production of orange juice" (RWA/73/004) UNDP and FAO have helped to launch a small plant for the production of passiflore juice (maraouja). This assistance practically ended at the end of 1977. The plant is no longer operating at full capacity because of the inadequate supply of fruits, certain deficiencies in the production process, and marketing difficulties. In order to eliminate these bottle-necks the Government is requesting supplementary assistance of $250,000. The ways in which the sum will be used will be decided later.

C. Education

42. Access to education is one of the essential needs which the Government has committed itself to satisfying. It is aware that the educational system responds only partially to the needs of the country. The national authorities have undertaken a large-scale reform, which started in 1979 and was designed mainly to make education more widespread and more professional and to channel secondary education towards technical and scientific outlets. UNDP assistance in this field has been mainly concerned in the past with the training of secondary school teachers, the launching of the educational reforms and the award of scholarships not linked to specific projects.

Education planning and renovation (RWA/79/003)

43. This project is designed to launch the educational reform. For this purpose the project has four aims: (a) support for the planning administration; (b) support for the school guidance service; (c) support for the architectural bureau of the school-building finance service; and (d) support for the scholastic printing press. UNDP has assisted this project since 1976 and its contribution for the second programming cycle (1977-1981) is $1,774,000.

44. An evaluation mission which took place in December 1979 recommended the extension of this project, which was requested by the Government for the period 1982-1986. A sum of $1,652,000 has been tentatively set aside for this purpose.

Assistance to the National University of Rwanda (NUR), Ruhengeri Campus (formerly IPN) (RWA/80/008)

45. With the titles "National pedagogical institute" (IPN) (RWA/66/502) and "Assistance to IPN" (RWA/78/006), this project, which is designed to train secondary-school teachers, has received assistance from UNDP and from the United Nations Educational, Scientific and Cultural Organization (UNESCO) since 1966. The project may be considered to have achieved the objectives assigned to it both as regards the building of IPN and the number of teachers trained. Since 1966 UNDP has contributed $4.2 million of which $1,036,000 was for the programming cycle 1977-1981.

46. The Government of Rwanda has requested the continuation of this project which will be entitled "Assistance to the National University of Rwanda, Campus Ruhengeri", since IPN will be transferred to Ruhengeri and integrated within the National University. However, IPN will continue to play its specific role in the training of secondary-schcol teachers. Higher-level training for a doctorate degree is also envisaged. The extension of these activities has been requested for five years and the UNDP contribution has been tentatively fixed at $1,254,000. An amount of $130,000 is to be earmarked from the reserve to strengthen the nutrition/health section of the Ruhengeri Campus.

Support for fellowships and on-the-spot training (RWA/79/004)

47. Besides the training programme which is included in most UNDP projects, the Government has requested a specific project for training and refresher courses abroad of Rwandese staff in order to better equip them for their development tasks. This project directly executed by the Government, represented by the Ministry of the Plan, was launched in August 1980 for a duration of three years.

48. The Government has requested the extension of this project till 1986. For the period 1982-1986 UNDP will contribute $630,000, an increase of $500,000, as compared with the sum already approved for the third cycle.

D. Natural resources and energy

49. The Government is aware that the carrying out of a complete inventory of the resources of the soil and subsoil is an essential prerequisite for a balanced development of Rwanda. UNDP assistance in this field has been concentrated and will continue to be concentrated on mining research. In the field of energy, Rwanda will receive assistance from the International Bank for Reconstruction and Development (IBRD) with a contribution from the UNDP regional programme for the financing of study missions.

Mineral surveys (RWA/80/001)

50. UNDP assistance for mineral surveys began in 1969. Until 1981 the UNDP contribution has amounted to $5,478,000 (including $3,365,000 for the period 1977-1981, to which should be added a contribution of $114,000 to cost-sharing by the Government and Switzerland). The project is part of a systematic prospecting effort in which France is also participating. Important results have already been achieved but it will be necessary to continue the programme in order to determine the full potential of the country. For example, it is absolutely essential to prepare a map of lime deposits so as to decide how they can be utilized in agriculture for soil improvement.

51. In the future, most of the tasks will be carried out by personnel from Rwanda on the basis of the experience they have acquired. However, in fields of activity where expert knowledge is essential, external assistance is required. The estimated contribution from UNDP will be $2.4 million for the third cycle and will make it possible to begin work of aerial geophysics, the detailed analysis of anomalies and indices noted during the preceding phases and the study of the possibilities of enriching tungsten and tin ores.

E. Transport and communications

52. The difficulties which have arisen because Rwanda is a land-locked country fully justify the efforts made by the Government in the field of transport and communications. UNDP assistance in this sector has been concerned with projects for the maintenance of the road network and for telecommunications, the extension of which is requested during the third cycle.

Assistance for road maintenance (RWA/77/007)

53. UNDP has made a contribution to a large-scale programme for road maintenance launched by the Government in co-operation with IBRD, the Federal Republic of Germany, the World Food Programme (WFP) and Belgium. The contribution of UNDP for the programming cycle 1977-1981 has been fixed at $1.3 million. The participation of UNDP, the Federal Republic of Germany ($2,319,000) and Belgium ($462,000) has been concerned with technical assistance and training; the IBRD credit ($15 million) covers mainly the building workshops and the purchase of equipment; the assistance of WFM is more than $4.1 million and is part of its programme "Food for work".

54. In the face of the tasks to be accomplished and the continuation of IBRD assistance, the UNDP project, which is closely linked to this assistance from the Bank, should be continued; a sum of $1.5 million has been set aside for this purpose for the period 1982-1986.

Integrated programme of assistance in telecommunications (RWA/74/022)

55. For the period 1978-1981, UNDP is making a contribution of $1,106,000 to this project which is designed to (a) prepare the main plan for the national telephonic network; (b) strengthen the training provided by the National School of Posts and

Telecommunications; and (c) provide the Government with the necessary technical and financial documents for obtaining financial assistance from IBRD, Japan, France and Switzerland. Parallel with the assistance from UNDP, a donation from the United Nations Capital Development Fund of $300,000 is now envisaged for the development of rural telecommunications.

56. The extension of this project for a sum of $1,647,000 has been requested by the Government for the period 1982-1986 so as to consolidate the results already acquired and assist the authorities in the installation of equipment the financing of which will be ensured mainly with the help of foreign funds.

F. Development planning and administration

57. Having noted in the past that many investments were not forthcoming because of the inadequate preparation of the files submitted by the Government, UNDP has provided and will continue to provide the Government with important assistance in strengthening the structures for development administration and planning. Moreover, assistance has been given in the field of public finance, in order to help the Government to obtain permanent resources to finance development activities.

Ongoing projects

Planning assistance (RWA/78/007)

58. Assistance by the United Nations system in the field of planning began in 1973 with a project financed from the regular programme of the Office of Technical Assistance of the United Nations; this assistance was extended by financing from the IPF in the project entitled "Development planning assistance" (RWA/74/005) and then by the existing project "Planning assistance" (RWA/78/007). The aim of these projects is to help the Ministry of the Plan to gradually strengthen the training of personnel and to promote more extensive integration of the process of planning and programming with development operations as a whole. The contribution of UNDP to the implementation of these projects for 1977-1981 has been fixed at $1,267,000.

59. The Government is requesting the extension of the project (RWA/78/007) for the period 1982-1986 in order to complete the important work already done, but which cannot be considered as finalized, in order to assist it in the preparation of sectoral plans for periods of 20 years. These plans are essential and will make it possible to provide a general framework for the country's long-term development prospects. It is estimated that UNDP will contribute $1.9 million for the period 1982-1986.

National Office for the Study of Projects (BUNEP) (RWA/77/009)

60. BUNEP was established because the Government, encouraged by UNDP, wished to set up an office which would be able to study thoroughly the various technical and financial aspects of projects submitted by the Government to the agencies providing funds. Besides the savings in foreign currency that would thus be achieved, the studies conducted by BUNEP have the advantage of taking into account realistically

the specific parameters which characterize political, economic and social conditions in Rwanda. Present assistance of UNDP for the years 1978-1981 amount to $718,000.

61. The Government has requested the continuation of this assistance for 1982-1986 in order to strengthen the structures of BUNEP and to enlarge its field of activity. It is estimated that the UNDP contribution for the period 1982-1986 will be $2,150,000.

Public finance (RWA/74/006)

62. This project, which began in 1975, is designed to assist the Government in establishing budgetary equilibrium and in obtaining the resources necessary for the financing of its development. A large number of technical reports, including some which have been followed up by governmental decisions, have been prepared for this purpose but there still remains much work to be done. The contribution of UNDP for the period 1977-1981 has been fixed at $352,000.

63. The Government has requested the extension of this assistance for the period 1982-1986. This extension, expected to cost some $390,000, will be subject to the recommendations of the evaluation mission, which will analyse the results already achieved and the effective utilization of the services provided under this project.

New projects

Fund for project studies (RWA/80/009)

64. It has been noted that the Government does not have a sufficient range of projects which have been the subject of feasibility studies and which may be submitted to providers of funds. The Government is therefore requesting the establishment of a fund which would be placed at its disposal for the study of projects (costs of consultants and study bureaux). Some of these projects could be presented to the third round-table on foreign aid organized by the Government and to the UNCTAD Conference on the least developed countries. The sum earmarked for this project amounts to $1 million for the period 1982-1986.

Technical and logistic support for the programmes of the United Nations system (WFP, UNCDF, etc.) (RWA/80/010)

65. This project is designed to allow greater utilization of the assistance provided by the United Nations system by extending essential support for these activities in the form of technical and logistical assistance, thus reinforcing the absorptive capacity of the Government and the development aid given to the country. The estimated sum earmarked for this project has been fixed at $1 million for the third cycle.

Funds linked with UNDP

66. As stated in chapter II, it has been thought useful to include immediately after the projects financed by the sample IPF the projects to be financed or

requested from UNCDF, UNFPA and IFSTD, since the management of these funds is entrusted to the Administrator of UNDP.

United Nations Capital Development Fund (UNCDF)

67. Projects totalling $1,890,000 are now in the process of completion: Co-operatives for storing basic food-stuffs (RWA/76/C36) and Pyrethrum refinery (RWA/77/C33). The following projects are either operational projects which may be prolonged beyond 1981 or new projects.

(a) Tick control (RWA/76/C33). A sum of $132,000 has been granted by UNCDF for the repair and construction of tick control equipment as a supplement to the action taken under the project entitled "Campaign against ticks and communicable diseases" (RWA/77/006) (see para. 24). Additional financing of $45,000 has been recently requested.

(b) Access roads I and II (RWA/76/C37 and RWA/80/002). A donation of $648,000 has been granted by the United Nations Capital Development Fund for the work associated with the programme of road maintenance, a programme which has been assisted inter alia by IBRD, UNDP, WFP and the Federal Republic of Germany. A new donation of $535,000 is now being studied.

(c) Centres for rural education and integrated artisan activities (RWA/77/C32). In 1979 the Capital Development Fund has made a donation of $829,000 for the construction of 12 centres for rural and artisan education in association with UNICEF and with the project entitled "Planning and renovation of education" (RWA/79/003) (see para. 43).

(d) Rural credit (RWA/80/C01). The preparatory phase of this project is designed to establish a line of agricultural credit for the project entitled "Intensification of agriculture" (RWA/76/002) (see para. 27). The amount for the preparatory phase is $84,000.

(e) Community street fountains (RWA/80/C03). A contribution of $500,000 is envisaged for the construction of 200 street fountains at Kigali.

(f) Rural telecommunications (RWA/80/C04). A contribution of $300,000 is under study for the linking of 30 communes to the national grid in association with the project entitled "Integrated programme of assistance in telecommunications" (RWA/74/022).

(g) Recovery of brewery subproducts (RWA/78/C05). A contribution from the Capital Development Fund estimated at $341,000 is now being studied for a plant for the drying of brewery subproducts for the feeding of cattle; this project will be integrated with that entitled "Development of small-scale stock-raising" (RWA/78/004).

(h) Fruit and vegetable canning factory. This project, the application for which is now being studied, will be associated with the project entitled "Fruits and vegetable canning factory" (RWA/80/007) (see para. 39).

United Nations Fund for Population Activities (UNFPA)

68. The Governing Council of UNDP has approved an allocation of $5.5 million for Rwanda covering the period 1980-1983. At the present time the following projects are operational:

(a) General population census (RWA/74/P01). This project, which has led to the first general census of Rwanda in August 1978, is receiving a contribution from UNFPA of $1.4 million.

(b) Post-census demographic survey (RWA/79/P03). The contribution of UNFPA to this project, which started in 1980, is $250,000.

69. Other UNFPA projects are being studied:

(a) Family health and family planning (RWA/79/P01). The UNFPA contribution to this project is estimated at $1,160,000.

(b) Migration, manpower and development planning (RWA/80/P02). The UNFPA contribution to this project is estimated at $454,000.

(c) Assistance for the National Population Office (RWA/80/P03). The expected contribution from UNFPA for this project is $184,000.

Interim Fund for Science and Technology for Development (IFSTD)

70. Some projects have recently been submitted to IFSTD, including a request for the planning and installation of a plant for the production of medicaments based on plants. This project would strengthen that entitled "Medicinal plants" (RWA/80/003), which forms part of the third programming cycle (see para. 38).

IV. RELATIONS WITH ACTIVITIES FINANCED BY UNDP AT THE REGIONAL AND GLOBAL LEVELS

71. Since Rwanda is land-locked and faced with other difficulties, the Government is very interested in regional development, which would reduce the country's isolation as far as possible, facilitate supplies of raw materials and energy, and offer Rwanda outlets for its growing industry.

72. The Government has been keen to promote trade not only with neighbouring countries but also with other African countries particularly within the Common African and Mauritian Organization (CAMO) and the Organization of African Unity (OAU) and with countries of other continents.

73. Besides the interregional and global programme used to finance seminars, scholarships and missions of interregional consultants in which Rwanda participates, UNDP has assisted Rwanda with the following specific projects based on that country.

Planning and development of the Kagera River basin (RAF/76/034)

74. During the current phase of the project an information meeting of donors was organized in Paris in October 1979 and in 1980 a multidisciplinary mission organized by UNDP came to Kigali. UNDP support for the development of the Kagera basin has taken many forms. In particular, it includes the recruitment of a translator/interpreter, scholarships for translation and interpretation and a number of official visits. Following the multidisciplinary mission, whose general and technical reports are being prepared, UNDP will help the project authorities to organize the meeting of donors in 1981.

Centre for multinational programming and operations (MULPOC) (RAF/77/023)

75. In the first two year phase of the project (1978-1980), the main objectives are the following:

(a) In the field of industry and trade: preparation of studies for the economic integration of co-ordination machinery for industrial policies, customs policies and payment systems in the countries of the Great Lakes Economic Community (CEPGL);

(b) In the field of transport, agriculture and energy: studies of the development of the transport and fishing infrastructure in the countries of CEPGL, including Lakes Kivu and Tanganyika, and the integrated development of the Rusizi valley.

Assistance in transit questions (RAF/78/015)

76. The aim of this project is to conduct an in-depth analysis of the costs of transport and transit on each of the main roads existing in the subregion.

Bujumbura-Cyangugu road (RAF/79/032)

77. The objective of this project is to prepare and finalize the necessary technical studies for the construction of a road between Rugombo in Burundi and Bugarama in Rwanda.

V. FEATURES OF THE THIRD PROGRAMME FOR RWANDA

78. The third programme for Rwanda presents various features, which are outlined below according to the angle from which the programme is viewed: its relationship to the country's over-all development policy and the range of available assistance, in the light of the guidelines for the utilization of funds, and, finally, in comparison with previous programmes.

79. The third programme, the contents of which are directly related to the development priorities that have been set by the Government, is an integral part of the country's development strategy.

80. The selection of target sectors, which was necessitated by financial constraints and the desire to avoid the dissipation of resources, was made in accordance with the following criteria: (a) the degree of priority of the various sectors; (b) the need to continue activities initiated in the past which had not yet had the major impact originally expected or during the course of which new themes not foreseen at the start had emerged; and (c) the coverage of some sectors by programmes of assistance other than UNDP.

81. In the light of the foregoing criteria, it was decided: (a) to concentrate a major share of the resources available for the third programme on the priority sector of agriculture, stock-raising and fisheries; (b) to foster the beginning of industrialization and strengthen development structures; and (c) to exclude from the programme the health and social services sectors in view of the substantial activities carried out in those sectors by the World Health Organization (WHO), UNICEF, bilateral donors and numerous non-governmental organizations with recognized expertise in the health and social services fields.

82. A look at the programme as a coherent whole reveals the existence of a number of guidelines governing the utilization of funds:

(a) In the light of past experience, a policy of favouring large-scale projects has been adopted. In addition, in order to reinforce this policy, it has been thought best to consider such funds as UNCDF and IFSTD not in isolation but rather, wherever possible, as means of supporting and/or following up on activities financed from the IPF. With regard to UNCDF in particular, this new approach reflects the Government's desire to see the infrastructure component of UNDP projects increased;

(b) An important place is given in the third programme to the pre-investment aspect of UNDP activities. Wherever necessary, co-ordinated action will be taken with other sources of financing in order to ensure that investments stemming from

project activities actually do occur and to enhance the interrelationships between the various activities to be undertaken.

83. From a cursory review of the first and second programmes it will be seen that a substantial proportion of projects - some of which were approved more than 10 years ago - are to be continued during the third cycle. This situation is indicative of the weaknesses in ongoing projects and certain of the Government's absorptive structures, as well as the lack of realism which affected the formulation of a number of large-scale projects. It should be indicated, however, that the continuation of ongoing projects does not necessarily imply the failure of earlier phases; indeed, in a number of cases the objectives set for the consolidation phase are somewhat different from the initial objectives and thus attest to the fact that progress has been made.

84. In order to ensure a more realistic understanding than in the past of project objectives and the means necessary to attain them, it will be proposed that each new large-scale project should be preceded by a one-year preparatory assistance phase to ensure careful preparation of the final project document based on a thorough knowledge of the real context in which the project is to be carried out. In addition, instead of setting up special structures for projects that parallel governmental machinery, every effort will be made to integrate the project with existing structures, while at the same time strengthening them without, however, calling into question the advisory role of the project experts. Along the same lines, the practice of appointing national project managers will be gradually extended on the understanding that the national managers will be assisted by the chief technical advisers.

85. It should be noted that in the context of the present programming exercise the Government favours the continuation and strengthening of the new dimensions of UNDP co-operation with a view to a greater involvement of national officials in project management. The authorities intend to monitor regularly not only the progress of projects but also the financial situation, thereby creating conditions for sound joint management.

86. Lastly, as regards ongoing projects the continuation of which has been requested, evaluation/formulation missions will be asked to consider each case individually in the light of: (a) the technical, administrative or other circumstances for the request to extend the project; (b) the validity of the objectives set in requesting continuation in relation to the country's over-all development policy; and (c) the nature and scope of the resources to be allocated for attaining those objectives.

Annex I

SUMMARY OF FINANCIAL RESOURCES FOR PROGRAMMING

		US dollars
I.	Resources for programming	
	(a) Indicative planning figure	45 000 000
	(b) Required 20 per cent reserve	-9 000 000
	(c) Advance from second programming cycle, 1977-1981	-2 000 000
	(d) Resources available for programming	34 000 000
II.	Utilization of resources	
	(a) Ongoing projects	24 903 000
	(b) New projects	6 450 000
	(c) Unprogrammed reserve	2 647 000
	Total	34 000 000

III. Annual phasing of programme expenditure by sector (in thousands of US dollars)

	Sector	1982	1983	1984	1985	1986	Total	Per cent
1.	Agriculture	2 235	1 950	2 570	2 808	1 967	11 530	34
2.	Industry	525	800	855	890	1 230	4 300	13
3.	Education	1 000	1 031	1 075	200	230	3 536	10
4.	Natural resources and energy	1 130	870	400	-	-	2 400	7
5.	Transport and communications	300	550	682	815	800	3 147	9
6.	Development planning and administration	1 170	1 354	1 318	1 490	1 108	6 440	19
7.	All sectors	6 360	6 555	6 900	6 203	5 335	31 353	92
8.	Reserve	(240)	(95)	(100)	937	2 145	2 647	8
9.	Total	6 120	6 460	6 800	7 140	7 480	34 000	100

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IV. List of projects with estimated UNDP inputs for the period 1982-1986 (in thousands of US dollars)

Sector	Ongoing and new projects		1982	1983	1984	1985	1986	Total
A Agriculture	RWA/76/002	Intensification of agriculture	700	800	1 200	1 400	900	5 000
	RWA/77/006	Campaign against ticks and communicable diseases	530	-	-	-	-	530
	RWA/77/010	Development of Lake Kivu fisheries	530	450	420	300	100	1 800
	RWA/78/004	Development of small-scale stock-raising	400	430	500	458	212	2 000
	New project							
	RWA/80/005	Development of food-crop production in Ruhengeri prefecture	75	270	450	650	755	2 200
Subtotal Agriculture			2 235	1 950	2 570	2 808	1 967	11 530
B. Industry	RWA/75/011	Assistance to the Industrial Promotion Office	300	300	150	-	-	750
	RWA/77/008	Construction and start-up of a pyrethrum refinery	150	200	150	-	-	500
	RWA/80/003	Medicinal plants	-	-	150	250	400	800
	New projects							
	RWA/80/006	Supplementary assistance to SONAFRUITS	75	100	75	-	-	250
	RWA/80/007	Fruit and vegetable canning factory	-	200	330	640	830	2 000
Subtotal Industry			525	800	855	890	1 230	4 300
C. Education	RWA/79/003	Education planning and renovation	500	561	591	-	-	1 652
	RWA/79/004	Assistance for fellowships	50	50	100	200	230	630
	RWA/80/008	Assistance to the Ruhengeri campus of UNR (formerly IPR)	450	420	384	-	-	1 254
Subtotal Education			1 000	1 031	1 075	200	230	3 536
D. Natural resources and energy	RWA/80/001	Mineral surveys	1 130	870	400	-	-	2 400
Subtotal Natural resources and energy			1 130	870	400	-	-	2 400
E. Transport and communications	RWA/74/022	Integrated programme of assistance in telecommunications	250	350	382	365	300	1 647
	RWA/77/007	Road maintenance	50	200	300	450	500	1 500
Subtotal Transport and communications			300	550	682	815	800	3 147

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Sector	Ongoing and new projects		1982	1983	1984	1985	1986	Total
F. Development planning and administration	RWA/74/006	Public finance	190	200	-	-	-	390
	RWA/77/009	Assistance to the National Office for the Study of Projects	380	480	530	440	320	2 150
	RWA/78/007	Planning assistance	500	350	350	350	350	1 900
	New projects							
	RWA/80/009	Fund for project studies	50	224	220	400	106	1 000
	RWA/80/010	Programme backstopping	50	100	218	300	332	1 000
Subtotal Development planning/administration			1 170	1 354	1 318	1 490	1 108	6 440
GRAND TOTAL			6 360	6 555	6 900	6 203	5 335	31 353

Annex II

TABLE OF ASSISTANCE PROVIDED BY ORGANIZATIONS OF THE UNITED NATIONS SYSTEM OTHER THAN UNDP AND RELATED FUNDS

Project title	Duration	Contribution (US dollars)	Brief description of objectives
1. WFP			
(a) Rural development in Gikongoro prefecture RWA 2369	August 1980-July 1982	1 348 000	The objectives of this project, which is related to the project "Intensification of Agriculture" (RWA/76/002), are to promote rural development and improved farming in Gikongoro prefecture by providing food-stuffs (as partial payment) to workers employed in reforestation operations, anti-erosion activities and the maintenance of local infrastructure, and to participants in agricultural training activities.
(b) Road improvement and development and mineral survey programme RWA 2465	May 1980-December 1984	5 277 000	This project has two components: 2465A, related to the project "Road maintenance" (RWA/77/007), is aimed at improving and maintaining the road network; and 2465B, related to the project "Mineral surveys" (RWA/80/001), which involves the detailed study of wolfram and uranium deposits in the Nyungwe and Gishwati forests. WFP provides rations as part of the worker's pay.
2. World Bank Group			
(a) Education project I 567 RWA	1975 to 1982	8 000 000	The aim of this project is to improve primary education. It entails the construction and fitting out of school workshops, the construction and fitting out of a school printing shop and the provision of an initial stock of paper. The project is related to the project "Education planning and renovation" (RWA/79/003). It is being financed jointly with the Federal Republic of Germany.

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Project title	Duration	Contribution (US dollars)	Brief description of objectives
(b) Assistance to the Rwandese Development Bank I and II, 655 RWA and 896 RWA	I. 1976 to 1981 II. 1979 to 1983	4 000 000 and 5 200 000	The objective of the project is to provide credit for financing development projects.
(c) Promotion of chinchona bark cultivation 656 RWA	1976 to 1982	1 800 000	The objective of the project is to promote the cultivation of chinchona bark with a view to raising the income of farmers and the country's export earnings.
(d) Integrated rural development, Bugesera/Gisaka/ Migongo I 668 RWA	1977 to 1982	14 000 000	This project in integrated rural development is being financed jointly with the Arab Bank for Economic Development in Africa (ABEDA) and France.
(e) Road maintenance and improvement IV 769 RWA	1978 to 1982	15 000 000	This project is being financed jointly by UNDP, the Federal Republic of Germany, Belgium, WFP and UNCDF.
(f) Development of the Mutara area II 937 RWA	1979 to 1983	8 750 000	The objective of the project is the intensification of agriculture and stock-raising in the Mutara area and the construction of infrastructure projects (water supply systems).
(g) Forestry - fodder plants project 1039 RWA	1980 to 1986	21 000 000	The project involves the planting of 8,000 hectares with trees to provide firewood for the prefectures of Kigali and Butare, and 2,000 hectares each in the Gishwati area with timber and intensive fodder plants.
(h) Telecommunications project 1057 RWA	1980 to 1985	7 500 000	The main objective of the project is to provide assistance for the acquisition of telecommunications equipment.
(i) International Finance Corporation (IFC) loans	1979 1979	226 000 60 000	The project consists in a supplementary loan for the Cyohoba tea factory and reflects the commitment of the International Finance Corporation to subscribe capital for the Rwandese Tea Production Company (SORWATHE).

Project title	Duration	Contribution (US dollars)	Brief description of objectives
3. UNICEF			
(a) Ongoing projects: various activities in the fields of education, health, nutrition, drinking water supply	1980 - 1982	4 452 000	The project provides funds to finance fellowships for study and training abroad, the organization of local basic training and refresher seminars, and equipment and vehicles.
(b) Projects under consideration:			
Rural water supply	1981 1982	1 500 000	The contribution will be used to develop 3,800 water points to train water supply technicians and to construct water supply systems for arid areas of the country.
Nutrition and child development	To be determined		The project comprises pre-school activities and improving the training of middle-level nutritionists at the Nutrition Training Centre at Ruhengeri (CFN).
Support for Communal Centres for Development and Continuing Training (CCDFP)	To be determined	400 000	This contribution will be used to provide technical and logistical support for 60 such centres.
4. WHO			
(a) Development of basic health care and expanded programme of vaccination (HSD/001)	1980 1981	613 000	Under this project a team of experts in the field of maternal and child health, epidemiology and health inspection and a sanitation specialist and an operations and materials technician will be made available to the Government.
(b) Sanitation project	1980 1981	92 000	
(c) Development of health workers and fellowships (HHD/01)	1980 1981	624 000	
5. International Monetary Fund			
Funds-in-trust	1979 ongoing	7 427 000	The International Monetary Fund has granted a loan of $7,427,000 under funds-in-trust arrangements and has made available three expert consultants to the Banque Nationale du Rwanda and one expert to the Customs Department.